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ABSTRACT

The purpose of this guide is to suggest ways and means for initiating and sustaining a lasting and mutually rewarding partnership between vocational education and Comprehensive Employment and Training Act (CETA) youth programs. These suggestions were based on observations of over 100 programs throughout the United States judged to contain examples of exemplary linkages between vocational education and CETA prime sponsors. Chapter 1 presents an overview of the study and purpose of the guide. Chapter 2 presents suggested means of initiating cooperation. The third chapter provides a description of observed practices and procedures that have worked elsewhere in supporting and sustaining cooperative efforts. These procedures are classified according to major activities shared by vocational education and CETA. Speculation of what the future will bring and how this may impact on vocational education and CETA coordination is discussed in chapter 4. (BM)

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Vocational Education-CETA Coordination:

A Guide to Serving Youth Together

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CHAPTER ONE: THE NEED TO WORK TOGETHER

THE CHALLENGE OF YOUTH

Youth is our legacy to the future. Yet the promise of that legacy is currently being diminished by the specter of youth unemployment. Unable to find jobs leading to upward mobility, youth are deprived of the pleasures of a rewarding career and society, the results of their productive labor. Hence, their problem is everyone's problem. To the extent that they fail, so do we all.

The plight of youth is not irreversible. Despite the dire predictions of the prophets of doom, a healthy economy seems to be our best bet for the 80's. Government statistics indicate that nearly 16 million new jobs will be created during the next decade. White-collar jobs will account for more than three out of every five jobs by 1990. Office, sales and service workers will experience the sharpest growth with laborers, farm, railroad workers and household domestics showing the lowest growth rates.

Declining birth rates will lead to diminished numbers of young workers in the 80's. The number of teenagers aged 16 through 19 will drop from 16.7 million to only 14.4 million by 1985. Considering the fact that not all teenagers will seek work, there is a distinct possibility that our nation will face a shortage of skilled youth to fill its new jobs.

Whereas the overall number of youth will fall during the 80's, the number of disadvantaged youth will remain relatively constant. According to our best estimates, the number of disadvantaged youth will decrease only slightly from 2.6 million in 1980 to 2.5 million by 1985.

The logic of this message is clear. Unless we attend to the development of employment skills for the disadvantaged, we will be faced with a declining work force and a diminished pool of trained human resources to contribute to a renewal of our productive capacity. Changing employment requirements will necessitate more attention to preparation for careers in business, office, service and technical areas. Success in these occupations will require emphasis on the development of occupationally specific job skills complemented with communication, computational and employability skills.

POTENTIAL PARTNERS

Vocational education and CETA are natural partners in the effort to promote the education-to-work transition of disadvantaged youth. Just as education is not a total panacea for their needs, neither can these needs be served by concentrating solely on employment at the expense of the education of the total individual. Vocational education and CETA form a symbiotic relationship. Together they form a more powerful team for meeting the needs of disadvantaged youth with greater potential for collective accomplishments than either one operating separately.

The necessity of coordination has been recognized by Congress. The purpose of the Vocational Education Act as amended in 1976 is to assist the States in planning for the improved use of resources available for vocational education and manpower training. Congress went on to mandate that mechanisms for the achievement of coordination be included in the planning process and that the results of obtained coordination be included in Annual Accountability Reports. In a reciprocal manner, the purpose of CETA was declared to be the provision of maximum feasible coordination of CETA programs with other community activities such as vocational education. Specific links with vocational education were provided through the six percent set-asides to be used for vocational education and the requirement that a representative of vocational education serve on the prime sponsor's planning council.

A COMMON COMMITMENT

Of even more significance than these legislative linkages is the fact that both vocational education and CETA share a common commitment. Both are concerned with preparation for work and both deal at least in part with the disadvantaged clientele. At least 20 percent of the basic grants through the State for vocational education must be used to support at least half of the cost of programs for the disadvantaged. Funds are made available to the States for special programs for the disadvantaged and may be used to pay up to 100 percent of the cost of programs.

CETA funds are even more specifically targeted on the needs of disadvantaged youth. Prime sponsors are authorized to expend funds for removal of particular barriers to youth employment including, among other things, lack of vocational skills. Title IV of CETA, as amended, authorizes prime sponsors to provide a wide range of coordinated employment and training programs to youth in order to improve their future employability. Perhaps nowhere is the alignment of vocational education and CETA more direct than in the provision for Youth

Employment and Training Programs. These programs are to be designed to make an impact on the long-term structural employment problems of disadvantaged youth and to enhance their job prospects and career opportunities. This emphasis on the provision of services and activities to enhance the long-run employability of youth brings vocational education and CETA into a common commitment to the career development needs of individuals.

BENEFITS

A partnership between vocational education and CETA serves to benefit both parties. Benefits to vocational education include:

- stipends for needy students who require the funds to continue their education;
- improved capabilities to provide needed supportive services such as transportation and health services that might otherwise not be provided;
- increased capacity to provide counseling and guidance services on a more intensified basis as may be required by disadvantaged students;
- opportunity for improved placement services;
- strengthening of the job development capabilities of the school's cooperative programs;
- enhanced capability to provide educational alternatives for those not succeeding in regular programs;
- the ability to offer services designed to reduce potential dropouts;
- increased school's outreach capabilities so as to promote return of out-of-school youth;
- provision for increased contact with external community agencies in the delivery of concerted services to disadvantaged youth;

- increased relevancy of vocational education for disadvantaged populations; and
- increased involvement of the private sector.

Conversely, prime sponsors stand to benefit from association with vocational education through:

- access to school facilities, equipment and educational resources;
- assurances of minimum standards of educational personnel provided by teacher certification;
- efficiencies attained by building on the critical mass of the school organization;
- benefits achieved by mainstreaming CETA enrollees with regular students;
- improved chances of placement in unsubsidized jobs on completion of the program;
- prior experience with data reporting and follow-up accountability that should ease prime sponsor monitoring and evaluation responsibilities;
- history of planning in vocational education that should be reflected in improved program planning capabilities;
- allowance for prime sponsors to buy into regular programs without the necessity of start-up costs for a new program;
- job skills orientation of vocational education that should result in improved employability of CETA enrollees;
- capability of vocational education to augment skills training with basic and remedial skills related to the occupational skills being taught--a capability that should enhance the long-term career development of CETA enrollees;
- a concern of vocational education with preparation for employment that is consistent with the goal of removal of long-term barriers to structural unemployment.

PURPOSE OF GUIDE

The purpose of this Guide is to suggest ways and means for initiating and sustaining a lasting and mutually rewarding partnership between vocational education and CETA. These suggestions were based on observations of over 100 programs throughout the United States judged to contain examples of exemplary linkages between vocational education and CETA prime sponsors. Chapter Two deals with some suggested means of initiating cooperation. This is offered for those who desire to get something going but may not know how to begin. Chapter Three provides a description of observed practices and procedures that have worked elsewhere in supporting and sustaining cooperative efforts. For the benefit of the users, these procedures are classified according to major activities shared by vocational education and CETA. A speculation of what the future will bring and how this may impact on vocational education and CETA coordination is discussed in Chapter Four.

This Guide is not a panacea for success. There are, and will continue to be, barriers to improved coordination. Differences in administrative structures between vocational education and CETA, lack of synchronization of the planning cycle and even basic differences in philosophy as to the purposes of the delivery of services may impede cooperative efforts. However, these problems can and will be overcome if reasonable individuals committed to a common goal can get together and settle their differences. It is to this end that the present Guide is offered.

CHAPTER TWO: GETTING STARTED

A MODEL OF COORDINATION

This chapter is organized around a simple three-step model of coordination. In order to have coordination, it is assumed that each agency must have an awareness and an appreciation of the roles and functions of the other agency. Once awareness has been generated, this awareness must be converted into a common interest in working together. Interest is then followed by the building of communication channels that will permit a continuing dialogue. This dialogue once established should not work to the exclusion of other community actors but, instead, should provide for the input of various agencies concerned with the employability of disadvantaged youth.

The structure of this chapter follows the model. A section is devoted to getting to know each other in order to create an awareness of the joint capabilities of vocational education and CETA as service providers to disadvantaged youth. A section on finding commonalities deals with the mutual concerns and procedures for the determination of shared interests. Translating interest into continuing dialogue is the topic of the section on forging relationships. Finally, a section is devoted to suggestions of means for involving other agencies in the dialogue process.

GETTING TO KNOW EACH OTHER

Coordination begins with an awareness of each other. This awareness begins by learning something about the actors involved and the roles they play in the larger organizational settings. Awareness requires that the concerns, the problems, the reservations and even the biases of the parties be identified. Awareness also involves knowledge of what the other party is doing and what their plans and expectations are. Anticipating the script, however, is premature without first meeting the major actors.

Meeting the Major Actors

Prime sponsors

A prime sponsor under CETA is basically a State or a unit of local government with a population in excess of

100,000. The unit of local government may be a city of a county administrative unit. CETA also allows for consortiums which are groups of local governmental units that choose to function as a single prime sponsor. Those units of government that do not qualify by virtue of population or who do not choose to be designated a prime sponsor fall under what is known as the balance-of-state. The state administration functions as the prime sponsor for the balance-of-state.

At present there are approximately 470 prime sponsorships that can be classified according to whether they are city, county, consortium, balance-of-state or a special prime sponsorship created under the legislative authority of the Secretary of Labor. Prime sponsorships vary in geographic size. Some large cities have as many as seven or eight prime sponsors. In a few States, the balance-of-state represents the sole prime sponsorship.

In a unit of local government, the mayor or city/county manager is designated the chief administrative officer. The office of the prime sponsor consists of the chief administrative officer and a supporting staff. The chief elected official or city/county manager seldom plays a direct role in the administration. Their function is frequently delegated to an executive director of administrator.

Prime sponsors are required to have a planning council. Membership on that council is to be broadly based with at least one member representative of vocational education agencies. The purposes of the planning council are:

- to participate in the development of the employment and training plan governing prime sponsor program operations,
- to monitor and evaluate prime sponsor operations and
- to assess the need for employment and training programs in the areas served by the prime sponsor.

In this sense, prime sponsor planning councils parallel at the local level the functions of the advisory councils for vocational education at the State level.

The balance-of-state sponsorship is either attached directly to the office of the Governor or it is assigned to some State administrative agency. As with local prime sponsors, the State balance-of-state sponsor is organized in much the same way with a director or administrator and a balance-of-state planning council.

Vocational education

Vocational education is part of the state educational system. At the State level, vocational education is under the jurisdiction of the state board of vocational education. In many States, the state board of education also serves as the state board of vocational education. Occasionally the state board of vocational education has overlapping membership with the state board of education. In a minority of States there is a completely separate board for vocational education. Vocational education at the State level is the responsibility of a state director of vocational education. The state director heads a division in the state education agency responsible for the administration of Federal and State vocational education laws.

Vocational education at the local level takes a variety of forms. In the comprehensive high school, vocational education programs are offered in conjunction with general education. Vocational education students spend a portion of their time in shops or laboratories and the remainder in supportive classroom subjects taught at the same facility. A variant of this is the specialized vocational/technical high school which provides manipulative instruction in an occupational area complemented by related subjects in general education required for a high school diploma. Typically the student spends half a day in the shops and labs and half in related subjects.

A more recent organizational arrangement is the area vocational skills center which is typically a centralized service facility accommodating students from several schools in a region. The general procedure is to bus students to such a center for half a day and then to return them to their home schools. Area vocational skills centers generally provide manipulative skills and theory, leaving the home schools the responsibility for providing general education and other related subjects.

Technical institutes or colleges are the postsecondary equivalent to specialized high schools. All the necessary vocational education is provided to enable the student who has completed or left high school to prepare for entrance into a specified occupation. Activities and programs are also offered for adults who desire to upgrade and update their occupational skills.

Community colleges are the postsecondary counterparts of the comprehensive high school. Community colleges offer vocational/technical as well as academic programs enabling completers of two-year curricula to earn associate degrees. Other more specific programs are frequently available to meet short-term skills development or vocational and remedial needs of special segments of the population.

Administrative control of secondary vocational education programs at the local level resides in a local director of vocational education. This position is generally attached to the district level, especially in large school districts. Vocational education at the school building level is generally the responsibility of a supervisor or coordinator who has direct administrative authority over vocational education instructors. Vocational education at the postsecondary level is generally under the administrative jurisdiction of a dean of occupational programs. Occupational program areas may be headed up by a department head or divisional coordinator depending upon the administrative structure.

Like prime sponsors, vocational education is required to have a local advisory council. This council is to provide input on community employment needs and is to determine the relevancy of vocational education programs in serving these needs. Local council representation is not as explicitly stated as it is for prime sponsors--the only requirement being that the local advisory councils contain representatives from business, industry and labor. Local advisory councils can be established for program areas, for schools, for communities or for sub-state regions.

Understanding Agency Responsibilities

Prime sponsors

Prime sponsors are generally organized around functional responsibility areas. Depending on the size of the prime sponsorship, one or more of the following functions may be assigned to an assistant director and staff assigned under his/her jurisdiction to perform these specific functions. Functional areas include:

- planning,
- contracts and grants administration,
- financial management,
- management information systems,
- independent monitoring and evaluation and
- program operations.

Planning staff have the major input into the preparation of the employment and training plan. Like vocational education, prime sponsors are required to submit a master plan with annual planning updates. Prime sponsor planners, who are generally responsible for plan preparation, are knowledgeable of local area employment and training needs

and the goals formulated for alleviating the labor market problems of target groups. Planners are or should be interested in exploring new and innovative ways of cooperating with educational agencies to mount a concerted effort to provide needed services to disadvantaged youth. Since planners by virtue of their responsibilities are concerned with exploring new approaches to meeting labor market problems, they represent a logical point of contact in initiating a communication effort.

Program operations staff represent another viable point of contact with the prime sponsor. The staff have responsibility for specific functional intents of CETA. In this sense, they parallel in purpose the vocational education consultants at the State level who have responsibility for special programs and/or purposes contained in the Vocational Education Act. The Youth Coordinator, being specifically responsible for youth programs, is another point of contact.

Organizational structures and corresponding assignment of responsibilities and duties differ according to prime sponsor size and type. As would be expected, larger prime sponsors tend to have a more complex organizational structure with greater functional assignment of responsibility. This contrasts more strongly with the balance-of-state prime sponsorship. The balance-of-state sponsor, having to deal with many small rural counties and units of government, tends generally to allocate funds through sub-state areas.

These sub-state areas can either be counties or groupings of counties and/or municipalities such as councils of government or other equivalent organizations of sub-state government. The extent of authority delegated to these sub-state units differs across States. Some States maintain centralized control of program planning and administration while others delegate these functions to local units, thereby serving more as brokers of CETA funds. In any case, these sub-state units tend to be smaller with fewer staff and less differentiation of staff functions.

The diversity of organizational arrangements and distribution of responsibilities across prime sponsors makes it imperative that vocational educators be familiar with the structure of their local prime sponsors. Such information can be obtained from a variety of sources. The best source of information would be from a direct contact with the prime sponsor. Since most prime sponsors, regardless of size, have a planning responsibility, the planner would be a logical contact source. Information on prime sponsorship should be available in the employment and training plans provided by the prime sponsor. Depending on the size of the prime sponsorship, organizational charts and other supportive materials should be available for the asking. Employment and training plans are public documents and are required to be provided to

appropriate educational agencies and institutions as well as being made available to the general public through public hearings, newspapers, bulletins and other media.

Vocational education

Vocational education at the local level is under the administrative direction of a local director. This local director is generally responsible for the planning and administration of all vocational education programs offered by that school district. Functional areas under the jurisdiction of the local director include

- program planning,
- financial management,
- personnel administration,
- curriculum development,
- new and innovative programs, and
- program supportive services.

Responsibilities for administration of particular program areas are assigned to program coordinators. Coordinators, for example, are frequently assigned to the areas of agriculture, business and office education, distributive education, trade and industrial education and home economics. The role of the program coordinators is to facilitate and expedite the offering of programmatic services and activities in their specific program areas. Each area has a cadre of vocational instructors who are certified by the State as being competent to instruct in specific program areas.

Area vocational schools are service centers providing vocational education programs to a number of feeder schools. Secondary area vocational schools are generally under the supervision of a director who serves essentially as a local vocational education director. At the postsecondary level, the technical institute serves as the equivalent of an area vocational school with a president serving in the same capacity as the local vocational education director. Vocational education at the community colleges is under the administrative direction of a dean of occupational education. Vocational education is administratively organized by departments or divisions, each representing a major programmatic area. These programmatic areas generally parallel those found at the secondary level and are frequently augmented by health occupations and technical occupations.

Vocational education programs at the secondary level are generally two-year programs offered in grades 11 and 12.

These programs represent a staged series of courses leading to a set of skills and competencies in a specified area; e.g., auto mechanics, carpentry, flora-culture or fashion merchandising. Introduction and orientation to careers is generally offered at the 9th or 10th grade level. At the postsecondary level, the more technically oriented courses generally require two years and award an associate degree upon completion. Those programs that are more craft oriented are generally offered as a one-year program with a certificate awarded upon completion. In some institutions, students may have the option to exit with a certificate at the end of the first year of a regular two-year program.

Begin Preliminary Conversations

Getting together in a face-to-face meeting is a necessary early step. This will accomplish several purposes. First, it will associate roles with real people whose beliefs, values, attitudes and perceptions must be recognized and dealt with. Prime sponsors and vocational educators cannot always be expected to start from the same basic values and philosophies. In fact, they are quite likely to differ in several important aspects. Prime sponsors, because of the overall orientation of CETA, are frequently more interested in short-run returns. They are interested in employment and training activities that can be quickly focused on the needs of particular target groups and oriented to the placement of enrollees in jobs that are not subsidized with CETA funds. Prime sponsors are also interested in training providers that can bring flexibility and innovation to the solving of the employment problems of disadvantaged youth. With the exception of the set-asides that must go to local education agencies, prime sponsors are otherwise completely free to choose those service deliverers who they believe will be most responsive to their service demands.

Popular stereotypes

It is no secret that many prime sponsors have reservations about the capabilities of vocational education to meet their service demands. Vocational education is sometimes seen as inflexible and either unwilling or unable to alter their programs to serve the unique needs of disadvantaged youth. There is a holdover from MDTA days that vocational education has inadequate facilities and antiquated equipment and will not deviate from its institutionalized ways so as to offer creative approaches to meeting the needs of disadvantaged youth.

If these or other negative images of vocational education are clouding the way, they must be dispelled. The best way of dispelling them is to meet them openly and honestly. Strengths and achievements should be emphasized and limitations

admitted. Unless there is this openness and candor in the early stages of the dialogue and a genuine willingness to discuss differences, coordination will fail to germinate in the barren ground of mistrust and acrimony.

Just as prime sponsors may have some stereotypes of vocational education, vocational educators tend to be somewhat suspicious of the motives of prime sponsors. Much of this centers on the so-called preventive versus curative approach to dealing with the problems of disadvantaged youth. Vocational educators being educators tend to subscribe to the view that proper attention to the educational development of attitudes, capabilities and job skills before the youth becomes unemployed is a more socially beneficial strategy than waiting until they are unemployed and then attempting to compensate through remedial programs. CETA programs are often regarded as band-aid approaches to major skills deficiencies. This argument, of course, is often compounded by prime sponsor countercharges that the fault for these deficiencies resides in the educational system. CETA programs are frequently viewed as essentially make-work programs with major emphasis on putting youth to work regardless of the quality of the job and with little attention being paid to the long-term developmental needs of individuals.

There are undoubtedly elements of truth in these charges and countercharges. The important thing to consider, however, is that the major purpose is not to defend and debate these accusations but rather to seek to work together cooperatively so as to provide the ultimate benefits for the youth involved. The ultimate goal is to strive for understanding of the common grounds that will support a joint effort toward the improvement of the conditions of these youth.

Show and Tell

One tried and true way of dispelling stereotypes and misinformation is to arrange for mutual visits to on-going programs. This will provide for an actual opportunity to show what is going on in terms of innovative approaches, quality of facilities and equipment, commitment and competencies of the staff, and overall vitality of the program. Prime sponsor representatives should be given the opportunity to talk with vocational education's instructors to observe the program in operation, to talk with students and to review program evaluation results. This exposure should do much to demonstrate to the prime sponsor's representatives the capabilities that vocational education can bring to bear on alleviating the transitional problems of disadvantaged youth.

FINDING COMMONALITIES

Working together requires a common ground of agreement. This common ground of agreement must rest on shared perceptions as to the target groups to be served, the needs of these target groups, and programmatic activities and services that will best meet these needs. While no specific rules exist that will guarantee the delineation of an area in which both vocational education and CETA can work together, there are some specific procedures that can be used to explore areas of shared concerns.

Reviewing Plans

Local education plans and prime sponsor employability and training plans offer a rich possibility that should not be overlooked. Copies of these plans should be obtained and carefully reviewed. One use of these plans is to note the target groups that each plan purports to serve, labor market problems reported to be experienced by these target groups, and the proposed programs to be offered.

Employment and training plans can provide vocational educators with insight as to prime sponsor perceptions of local employment and training problems and proposed strategies for dealing with these problems. By reviewing the plans of both agencies, target groups that are of joint concern to both can be easily identified. A review of program areas proposed for funding by the prime sponsor can give vocational educators an idea of prime sponsor priorities and areas of major concern. Vocational education may be dealing with some of these problems already or may be currently experiencing some of the same problems and have an expressed interest in their resolution. If so, these areas then represent points of commonality of interest and can serve as the basis for the initiation of a cooperative effort.

Prime sponsor review of vocational education plans can serve a similar purpose. CETA planners can get a picture of vocational education's service goals and objectives and the planned approaches to meeting these goals and objectives. Information contained in the local vocational education plan should facilitate CETA planners in their determination of public vocational education programs and resources and in identifying ongoing classroom training activities that might be consistent with the development and implementation of planned CETA activities. Prime sponsors should make an effort to obtain plans of all local education agencies and post-secondary institutions serving the area of prime sponsor jurisdiction.

Probing for Common Purposes

Although the written word is informative, there is still no substitute for a direct sharing of experiences through face-to-face meetings. The old cliché, "two heads are better than one," still holds true today. With no one person or agency having all the answers, vocational education and CETA planners should find it fruitful to get together for coffee or lunch to discuss programs, policies, innovative ideas or problems of mutual concern. These initial meetings will give personnel a chance to explore in greater detail problems of common concern in meeting the employment and employability needs of youth and the needs of these youth that may be served by vocational education.

Participants in these meetings should not be hesitant to discuss openly the expected returns that might occur from a joint program venture. Problems in serving CETA youth should be openly aired by vocational educators and an attempt made to determine which problems are solvable within the constraints of the existing organizational arrangements and which would require extensive modification of institutional customs and practices. A host of potential problem areas to be discussed might include:

- differences in definitions of the disadvantaged;
- inflexibilities imposed by school schedules;
- resource availability;
- evaluation requirements;
- recordkeeping demands;
- school policies that may impede provision of services to CETA youth; and
- capabilities of the educational agencies and institutions to provide supportive services.

Whatever the problems, open discussion is better than deliberate omission. Because of differences in purpose, organizational structure, funding cycles and other factors, such problems do exist and will continue to exist. However, their effect on coordination will depend in the long run on the joint resolution to strike a balance that will permit each agency to benefit from a shared approach.

Sharing of Data

Both vocational education and CETA are required to provide data identifying the needs to be served by their programs. Review of these data by each agency should provide valuable insights as to the reasons programs are being offered and the purposes they expect to serve.

Prime sponsor planners often couch their needs assessment in terms of a 'universe of needs' determination. This assessment attempts to use demographic and economic information to identify the universe of employment and economic problems and hence the extent of need for employment and training services. This analysis focuses on specific target groups, their prevalence in the population and the nature of the labor market problems experienced.

Because the strategies differ according to the reason for unemployment, CETA planners attempt to determine the causes of unemployment experienced by target groups. Potential unemployment resulting from lack of skills to meet existing job demands requires a different mix of employment and training activities than do problems resulting from frictional unemployment in which people are experiencing difficulty in knowing where to look to find the right job.

Vocational education planning historically has placed heavy reliance on the local level on personal contacts with local employers. These contacts provide vocational educators with an estimate of job demands and give primary direction to program planning efforts. To the extent that vocational education and CETA planners take a somewhat different approach to planning, sharing the data can provide a valuable adjunct to both planning efforts. Data made available by CETA planners could be used by vocational educators as justification for the need for education to be responsive to these identified needs. Prime sponsor planners might find vocational education planning data valuable in that it provides insight into the job skills demand as foreseen by local employers.

FORGING RELATIONSHIPS

In order for coordination to occur, ongoing dialogue must take place between vocational education and CETA prime sponsors. Ongoing dialogue requires that communication channels exist between the parties. These communication channels provide the means whereby vocational education and CETA delivery systems can align themselves to address common problems with mutual benefits. Continuing communication between these systems will be maintained only if there are situations requiring continual contacts.

Situations differ as to the extent of mutual involvement. The first stage of cooperative involvement is one in which vocational education functions as a service deliverer under contract to the prime sponsor. A more advanced state of cooperation is represented by linked planning activities between vocational education and CETA prime sponsors. Joint service delivery represents the most advanced state of coordination in which vocational education and CETA are co-joined together in the integrated delivery of services to disadvantaged youth.

Service Delivery Contracts

The mechanism for coordination in this case is a contract between CETA prime sponsor and vocational education in which vocational education agrees to deliver specified services to CETA enrollees. The contract specifies the target groups to be served, the goals and objectives to be accomplished and the programmatic services and activities used to accomplish these objectives. In essence, vocational education promises to perform certain activities in consideration of the receipt of financial support.

The extent of coordination and cooperation depends upon the climate in which the contractual obligations are performed. If the process is conducted in a very formal atmosphere, vocational education may be regarded as just another service deliverer competing for the availability of CETA funds. In this situation, prime sponsors may offer limited encouragement and assistance to vocational education in the development of the proposal, preferring to remain neutral so that the objectivity of the award process is not compromised. In a more informal mode, prime sponsors may work with vocational education in identifying problems of common interest and may provide them with encouragement and technical assistance in the development of a proposed program for funding. The extent of formality of the prime sponsor in the contract process depends in large part on the ability of both parties to explore common interests and a willingness of both parties to respect the integrity and good intentions of the other.

In any case, the contractual arrangement provides the rationale for joint communication. During the life of the project, it is necessary that vocational education keep the prime sponsor informed of project progress. The level of prime sponsor involvement may vary considerably. At one extreme, this involvement may entail nothing more than the requisite financial and clients' status reports being submitted in minimal compliance with Department of Labor contractual regulations. In other instances, the prime sponsor may play a greater role in monitoring of ongoing project progress. Depending upon the intent, the purpose of

monitoring may be expanded from a compliance orientation to that of providing technical assistance to vocational education in the actual conduct of the project. Due to the complexity of CETA regulations, technical assistance may be usefully provided to vocational education in the interpretation of these regulations. In those instances where there is ambiguity in interpretation, prime sponsors should not be hesitant to admit uncertainty as to interpretative intent.

An increasing level of prime sponsor participation in contracted service delivery is represented by the assignment of prime sponsor's staff to participate in project activities. Prime sponsor staff may be assigned to assist in areas in which vocational education may not have prior experience such as eligibility determination and assessment. The fact that prime sponsor has assigned staff to participate in service activities indicates an interest on the part of the prime sponsor in contributing in a positive fashion to achievement of project objectives.

Linked Planning

Linked planning represents a joint approach to planning for the coordinative use of vocational education and CETA resources. This requires a willingness to determine mutually who needs transitional employment services and what kinds of service delivery strategies can be devised so as to make maximally efficient use of available resources. Linkage of planning activities requires vocational education and CETA planners to sit down together and to determine, in light of perceived needs and available resources, what additionally needs to be done to meet these unmet needs. It is then incumbent upon vocational education and CETA planners to determine jointly how they may set about to accomplish the needed activities.

This effort will require a willingness on the part of both parties to assume responsibilities for the sharing of resources. For vocational education, this might mean improving the accessibility of vocational education programs, equipment and facilities to newly defined target populations. In view of the limited access capacity of available resources and the changes in policies, procedures and attitudes that this commitment might entail, the assumption of additional responsibilities will not be without cost. For the prime sponsor, this might mean a commitment of funds and staff resources to a course of action that will limit discretionary freedom of choice. Once committed, these resources cannot be readily withdrawn without jeopardizing attainment of jointly agreed upon goals and objectives.

Thus, joint planning represents a mutual willingness to commit resources to a common purpose. Willingness to commit

resources and thus to give up discretionary freedom implies a willingness to trust the integrity and good intentions of each party. Since the attainment of goals depends upon mutual performance, each agency must trust the other to live up to its share of the bargain. The continued viability of this arrangement depends upon the ability of each party to deliver on its promises.

Joint Service Delivery

Joint service delivery represents perhaps the capstone of coordination. At this level, coordination has progressed to the point where vocational education and CETA prime sponsors are totally committed to the provision of integrated education and employment and training services to disadvantaged youth. The agencies are aligned in terms of a commonality of basic purpose and a willingness to co-jointly allocate their resources in a manner so as to achieve these purposes. Coordinated efforts extend beyond the acceptance of CETA funds under contractual commitments to a comprehensive utilization of the total resources available to each agency to serve their common purpose. This requires that the philosophies, policies, procedures and practices of vocational education and CETA prime sponsors are meshed to form an integrated, consistent and nonredundant system for the delivery of services to assist youth in the transition from education to work. At this level of coordination, all decisions contribute to a consolidated delivery approach. Vocational education, being committed to the development of youth resources, is committed to the same set of long-range goals that also direct the allocation of the prime sponsor resources to youth programs.

Since both agencies are in effect marching to the same drummer, the programs and services represent a joint and integrated community delivery system. This is, of course, the epitome of coordination in which both agencies make an equal commitment of their resources to the solution of a problem of common concern. This state is the ideal representation of coordination and constitutes a goal which the agencies should strive to attain. That this goal is difficult to attain goes without saying. However, there are strategies that vocational education and CETA prime sponsors could adopt that would make meaningful strides towards the attainment of this goal.

One such strategy is the joint development of individual youth employability plans for all disadvantaged youth. These individual employability plans could specify an individual youth's long-term career goals and should specify the immediate and intermediate objectives necessary to achieve these goals. Each objective could be defined in terms of the desired education and/or employment outcomes. The outcomes

could be stated as major milestones for events in the transition process. Transition services and strategies for the attainment of these milestones could be identified and a timetable for their attainment specified.

Preparation of these individualized youth employability plans could be the responsibility of a committee consisting of the youth, parent (or legal guardian as appropriate), secondary school counselor, postsecondary school counselor, prime sponsor representative and employment security counselor. The composition of the committee responsible for the preparation of the plan reflects the major agency actors that should be involved in the provision of comprehensive transition services to disadvantaged youth. The involvement of the youth in the preparation of the plan is critical if the plan is to provide meaningful guidance and direction through the transitional period. Parental involvement is advisable from a legal as well as a societal standpoint, since parental support of the youth's career desires and ambitions can assert a strong positive influence on their attainment. Counselors are the recommended representative from education agencies because they are most directly concerned with career development and its educational implementations. Employment security is represented because of its knowledge of the local labor market conditions and legally mandated responsibility for providing services, including placement for those who seek employment.

A coordinated youth services plan could be prepared to direct the integrated utilization of vocational education and CETA resources. This plan could specify the needs of disadvantaged youth to be served, the range of transition services to be offered to meet these needs, the allocation of responsibilities for the offering of these transition services among the various local agencies involved, allocation of local, Federal and State financial resources to provide these transition services and the reasons for choosing these transitional services in corresponding financial allocations. The purpose of this plan would be to promote the development of an integrated approach to problems of disadvantaged youth that transcends agency borders and jurisdictions.

RELATING TO OTHERS

It is essential in establishing and maintaining coordination between vocational education and CETA that the relationship with the external community be emphasized. A variety of networks can be utilized to support vocational education-CETA linkages. These networks may be divided into the categories of mass media, sponsor advertisement, business-industry-labor involvement, community service agencies and community-based organizations.

Mass Media

Mass media should be utilized to the fullest possible extent. These media include public TV, commercial TV, newspapers, radio, community newsletters and others. A plan could be developed to provide regular, weekly or monthly news releases about programs, individual clients, developing thrusts and directions, success stories, community benefits and related items. A mailing list of local newspapers, tabloids, community newsletters and other sources of mass media could be developed. Once developed, it is a simple and inexpensive process to develop a news release on a weekly or monthly basis. In addition, many of the print media agencies often devote feature sections to CETA and/or vocational education programs. Radio and TV stations often use the same news releases. Because of public service requirements, it is not difficult to develop half-hour programs for radio and TV airing. Most stations welcome such involvement. Use of the mass media as a support network can be extremely valuable to inform the general public, recruit clients and inform employers. Except for the time involved in developing high quality programs, this component can be relatively inexpensive.

Sponsor Advertising

Sponsor advertising as a communication channel is most effective for outreach and recruitment activities and for developing or modifying community attitudes. Specific activities in this area might include the development of posters, billboards, flyers, use of direct mass mailings and flyers distributed at street corners or on windshields of automobiles in parking lots or shopping centers.

Business-Industry-Labor Involvement

It is important that these constituencies be informed and involved in vocational education-CETA cooperative activities. Without their cooperation, work experience and on-the-job training represent empty strategies. Any of the techniques used to inform the general public can be used in this area. However, it is important that the specific needs of the business-industry-labor community be recognized. Most of the business-industry-labor community abhors the tremendous amount of red tape and paperwork required of them. With this in mind, the communications directed at them should focus most upon benefits that might accrue from participation in vocational education-CETA efforts to serve disadvantaged youth. Communication channels that could be used include individually typed letters, newsletters, and advisory committee task forces.

Community Service Agencies and Community-Based Organizations

Establishing support of community service agencies and community-based organizations is a crucial and delicate matter. It is a crucial matter because the coordination of the delivery systems must involve all of these agencies. It is delicate because of turf problems, political balance and individual personalities involved.

However, establishing the support of the community services agencies and community-based organizations can be an enjoyable experience as well as being beneficial to the community and clientele to be served. In establishing this network, there are perhaps two key principles that must be observed. First, no individual or agency can provide all services to all clients. Second, the agency that is most qualified to deliver a specific service should be called upon to deliver that service. It is important to note here that the same responsibility may not be performed in the best way by an organization's counterpart in a different community. Therefore, roles and responsibilities must be tailored to local conditions. Because of that situation, it is impossible to prescribe just what roles should be carried out by specific agencies on a national basis. Further, it is the services to be delivered that ought to be important and not who does the delivering.

Several techniques previously discussed can be applied. It is important to develop a mutual goal, understand the role of each agency, cooperatively implement plans, where possible, and maintain good communication. Nothing is more important than getting together to hammer out what needs to be done and by whom.

Cooperative linkages between community service agencies and community-based organizations must be formalized through interagency service agreements that contractually delineate the nature and extent of services to be provided to disadvantaged youth by each participating agency. In order to bring the resources and services of each participating agency to bear on the unique individualized needs of disadvantaged youth, the roles, responsibilities and commitments of each agency could be contractually specified in terms of interagency agreements. These agreements could specify the nature of the services to be provided by each agency, the extent and degree of the services to be provided, the performance standard to be applied and the contractual responsibilities of each participating agency. It is envisioned that these service agreements would vary in nature and scope across the communities, depending upon local intercommunity structure. These agreements would tend to formalize the expectations and responsibilities of external community agencies, facilitate the provision of integrated services to disadvantaged youth and serve to develop a consistent support system for the delivery of these services.

CHAPTER THREE: SHARING RESPONSIBILITY

This chapter makes the assumption that before CETA and vocational education agencies can share responsibility, they must understand their respective individual responsibilities for various administrative and service delivery functions. Legislative mandates provide a strong rationale for the determination of those responsibilities. While recognizing that only a small amount of the monies for vocational education are Federal dollars, authorizations from the Vocational Education Act were included because they outline a range of services that vocational education can deliver particularly with respect to disadvantaged and special populations.

Fourteen functional areas for potential coordination are discussed in this chapter. They include:

- Planning
- Evaluation
- Program Improvement
- Technical Assistance
- Outreach
- Assessment
- Counseling
- Supportive Services
- Remedial and Basic Education
- Institutional Occupational Skills Training
- Work Experience
- On-the-Job Training
- Placement
- Job Development

Each functional area where coordination might occur is presented in the same format to facilitate use as a reference. The topics covered for each area are discussed below.

LEGISLATIVE AUTHORITY

This topic draws on the Comprehensive Employment and Training Act (CETA) and the Vocational Education Act (VEA). A brief explanation of legislation pertinent to the potential coordination area is included.

SIMILARITIES AND DIFFERENCES

This topic addresses points of similarity and divergence in the legislation and in agency approaches to the particular area. For example, operational definitions for the same term may vary in the two pieces of legislation. Or, for instance, vocational education and CETA may be working toward different goals in the provision of similar supportive services.

STEPS TO CONSIDER

This topic suggests several steps which can provide the basis for a coherent approach to conducting activities in the functional area. Some of the steps outline a sequential process which could be utilized while others simply delineate a number of important areas for consideration.

COMBINING RESOURCES

The Federal funds which may be used to support the functional area are listed under this topic. Although State and local dollars from vocational education might be used as well as other agency resources, the listing has been limited to Federal contributions through CETA and the VEA.

DEFINING ROLES

The final topic is comprised of a number of ideas that might be implemented in the process of coordinating activities in the functional area. The ideas are suggestions that could be adapted for use in local programs. Potential roles for community-based organizations and Employment Security are included in addition to those of prime sponsors and vocational education.

PLANNING

Legislative Authority

Both CETA and VEA legislation call for coordination related to planning. Mutual representation is required on councils which provide advice on the development of plans. The State Advisory Council on Vocational Education (SACVE) must include at least one representative from the State Employment and Training Council (SETC). The SETC must include one representative from the SACVE.

In addition, the prime sponsor's planning council is to include representatives of vocational education agencies. Local advisory councils on vocational education are not required to have members which represent prime sponsors. The prime sponsor's youth council, which makes recommendations to the planning council regarding the goals and policies of YETP programs, includes representatives of local vocational advisory councils, local educational agencies, and postsecondary education institutions.

The annual applications for vocational education funds are to be developed in consultation with representatives of area educational and training organizations, but prime sponsors are not specifically designated. However, the annual applications must describe how the activities relate to CETA programs conducted by the prime sponsors. Conversely, the prime sponsor's annual plan does not have to describe how activities related to vocational education programs.

Obviously, the mandated mechanisms are not totally parallel. But the intent is clear--Congress wants a coordinated approach in meeting the vocational education and training needs of local communities.

Similarities and Differences

Planning a program requires a description of the population to be served. Vocational education and prime sponsors may define target groups differently. CETA Title IV is targeted on economically disadvantaged youth aged sixteen to twenty-one, and in some cases, fourteen to fifteen. CETA Title II, Part B, also provides for services to youth. The VEA provides funding for programs to serve economically disadvantaged and unemployed individuals under various subparts but makes few specific references to youth.

CETA defines an economically disadvantaged person as:

- (a) A member of a family which receives public assistance;

- (b) A member of a family whose income during the previous 6 months on an annualized basis was such that
 - (1) The family would have qualified for public assistance, if it had applied for such assistance; or
 - (2) It does not exceed the poverty level; or
 - (3) It does not exceed 70 percent of the lower living standard income level;
- (c) A foster child on whose behalf State or local government payments are made;
- (d) Where such status presents significant barriers to employment,
 - (1) A client of a sheltered workshop;
 - (2) A handicapped individual;
 - (3) A person residing in an institution or facility providing 24 hour support such as a prison, a hospital or community care facility; or
 - (4) A regular outpatient of a mental hospital, rehabilitation facility or similar institution.

(Federal Register Vol. 44, No. 65,
Tuesday, April 3, 1979)

Vocational education uses the term disadvantaged to refer to both economically and academically disadvantaged individuals who need special services and assistance to succeed in vocational education programs. However, VEDS reports the enrollment of economically disadvantaged students where economically disadvantaged has a similar definition to that used by CETA:

- (1) Family income is at or below national poverty level;
- (2) Participant, parent(s), or guardian of the participant is unemployed;

- (3) Participant or parent of participant is recipient of public assistance;
- (4) Participant is institutionalized or under State guardianship.

(Federal Register, Vol. 42, No. 191, Monday, October 3, 1977)

Learning to speak each other's language will make it easier to concentrate on the important business of planning. By stopping to look at what is required by both agencies in the planning process, planners can go on to design more innovative ways to work together.

Steps to Consider

1. Conduct a needs assessment
2. Select the target groups to be served. For example:
 - a. Native American youth
 - b. Migrant youth
 - c. Juvenile delinquents
 - d. Pregnant teenagers
 - e. Teenage parents
 - f. High school dropouts
 - g. Potential dropouts
3. Develop goals and objectives
4. Identify service delivery strategies
5. Share information. For example:
 - a. Characteristics of participants
 - b. Labor market projections
 - c. Available resources including staff, facilities, funds

Combining Resources

- CETA Title II - Part A - Funds are available for supplemental assistance to vocational education.
- CETA Title II - Part B - Funds are available for services to youth.
- CETA Title III - Part A - Funds are available for employment and training programs for persons with particular disadvantages including youth and Native Americans

- CETA Title III - Part B - Fifty percent of the cost of establishing community vocational resource centers, as called for in the VEA, Section 134, is available to State boards of vocational education.
- CETA Title IV - Funds are available specifically for youth programs.
- VEA - Section 132 - Exemplary and Innovative Programs - Funds are available for programs in urban centers with high concentrations of economically disadvantaged individuals, especially those with socioeconomic or other handicaps.
- VEA - Section 134 - Vocational guidance and counseling - Funds are available to establish vocational resource centers to meet the needs of out-of-school individuals.
- VEA - Section 140 - Special Programs for the Disadvantaged - Grants are available to States to pay the full cost of vocational education for disadvantaged persons in areas with high concentrations of youth unemployment and school dropouts.
- VEA - Section 110 - National Priority Programs - Part of State's allotment goes to pay fifty percent of the cost of vocational education for disadvantaged persons.
- VEA - Section 122 - Cooperative Vocational Education Programs - Priority is to be given to areas with high rates of school dropouts and youth unemployment.

Defining Roles

- Local vocational education directors can take a lead role in developing proposals for youth programs.
- CETA State Supervisors can play a liaison role in the development of youth programs between State vocational education agencies and balance-of-state prime sponsors.
- Vocational education agencies can notify prime sponsors in writing of available services to insure that they appear on the prime sponsor's inventory of available deliverers of service.

- Project advisory committees can be set up to insure the participation of community groups in project planning.
- Prime sponsors can provide labor market projections needed for planning vocational skills training programs.
- Vocational education can provide detailed information on the characteristics of in-school youth in need of CETA services.
- Joint needs assessments can be conducted.
- Goals, objectives, and service delivery strategies can be jointly developed.
- Vocational education and prime sponsor plans can be jointly reviewed.

EVALUATION

Legislative Authority

It is well known that both CETA and vocational education are required to evaluate programs funded under their respective Acts. The Vocational Education Act (VEA) requires States to evaluate programs to determine the extent to which completers and leavers: "i) find employment in occupations related to their training, and ii) are considered by their employers to be well-trained and prepared for employment" [Sec. 112 (B)]. Each program receiving funds must be evaluated during the five-year period covered by the State plan.

CETA programs must be evaluated annually and the information tabulated on a State, regional and national basis. Information must include: "1) a detailed comparison of program performance with approved plan; 2) participant characteristics (cross-tabulated); 3) average cost per participant; and 4) the types of outcomes that participants experience after the program" [Sec. 127 (d)].

Similarities and Differences

For vocational education, the desired outcome is for participants to be employed in a field related to their training. For CETA, the emphasis is on obtaining unsubsidized employment. Both consider the pursuit of additional education to be positive.

The Vocational Education Data System (VEDS) records the average hourly salary of completers and leavers by instructional area. The DOL Quarterly Summary of Participant Characteristics reports the distribution of actual hourly wages of terminees. VEDS uses a two-digit standard occupational category (SOC) to report the occupational status of completers and leavers. CETA requires an occupational code equivalent in detail to the SOC at the four-digit level.

Besides looking at the impact of programs on participants, CETA also is concerned with process questions. How many people were served? What segments of the population do they represent? Was the program operated as agreed on in the plan? Due to the interest in questions such as these, CETA makes a distinction between monitoring and evaluation. Evaluation deals with effects. Monitoring is used to keep a handle on operations. Both desk reviews of written information and on-site visits are used for monitoring purposes.

If vocational education and CETA professionals put forth a concerted effort, they could reduce the time and costs associated with data collection and obtain increased information for evaluation purposes. An understanding of each other's reporting requirements could pave the way for joint evaluation activities.

Steps to Consider

1. Develop criteria for evaluation

Process

- quality of services delivered
- extent of coordination between all available education and employment and training deliverers
- comprehensiveness of services
- relationship of program offerings to labor market needs
- methods used to identify and place participants
- extent to which awarding of academic credit was facilitated
- extent to which provided employment and training in occupations traditionally limited to individuals of the opposite sex
- extent of involvement of private sector

Impact

- development of entry level job skills
 - placement in unsubsidized employment
 - placement in employment related to training
 - removal of artificial barriers to employment
 - drop-out rates
 - youth unemployment rates
 - placement in occupations traditionally limited to individuals of the opposite sex
 - wage rates
 - duration of employment
2. Design evaluation instruments
 3. Implement evaluation procedures
 4. Review evaluation results for program improvement

Combining Resources

- CETA Title I - Funds available to pay for certain administrative costs for the use of the services of State and local agencies and their employees.
- CETA - Title II, III, IV - Administrative costs
- VEA - Section 120 - Authorized administrative costs of local programs.

Defining Roles

- Joint site visits can be conducted by vocational education and prime sponsor staff.
- Vocational education can provide evaluation instruments.

- Local advisory councils on vocational education and prime sponsor planning councils can collaborate in evaluation efforts.
- Vocational education follow-up procedures could be used to track the post-program achievements of YEDPA participants.
- Vocational education and prime sponsor staff could jointly develop a monitoring and evaluation process for the Summer Youth Employment Program.
- Vocational education could assist the prime sponsor in developing an experimental design to test the effects of YETP special components for economically disadvantaged and non-disadvantaged youth.

PROGRAM IMPROVEMENT

Legislative Authority

The Vocational Education Act authorizes grants to States to assist them in improving their vocational education programs. Activities which are a part of program improvement include in-service education, curriculum development, assistance in overcoming sex-stereotyping and bias, research and development, and support of exemplary and innovative programs. Additionally, the VEA authorizes professional development awards to vocational education personnel or certified teachers and persons in industry who have skills needed in vocational education.

Under Title I of CETA in the Governor's Coordination and Special Services Plan, there is provision for support of model training and employment programs. Fifteen percent of the Title II vocational education set-asides may be used for curriculum development and staff development for prime sponsors. Research and development activities are a part of Title III B. Programs to overcome sex-stereotyping in job development and placement are authorized in YETP. In essence, the whole of YEDPA supports exemplary and innovative programs for dealing with the structural unemployment problems of youth.

Similarities and Differences

The VEA specifically refers to program improvement activities. Although CETA does not have a special subpart of a similar nature, corresponding activities are authorized under various titles. Inservice training is included as a

part of technical assistance and training in Title III. Staff training is also a direct administrative cost which could be associated with numerous CETA titles. However, since the administrative costs in YEDPA are held at a minimum, there is little leeway for building the capacity of the staff to better serve disadvantaged youth or to develop or adopt curriculum materials to meet the special needs of YEDPA participants.

Steps to Consider

1. Assess the experience and training of vocational education and prime sponsor staff to ascertain in-service training needs.
2. Review curriculum materials to be used in youth programs to determine need for new or improved materials.
3. Identify needed areas of improvement in existing youth program content or structure.
4. Brainstorm innovative approaches to serving youth.
5. Prioritize activities (identified in Steps 1-4) to be included in a plan for program improvement.
6. Investigate available CETA and vocational education funding which could be used to implement priority activities.

Combining Resources

- VEA - Subpart 3 - Program Improvement and Supportive Services. Funds are contingent on the existence of a research coordinating unit in each State which coordinates research, exemplary and innovative programs, and curriculum development. The research coordinating unit may expend funds directly or may award contracts.
- VEA - Section 172 - Training and Development Programs for Vocational Education Personnel.
- CETA - Title I - Governor's Coordination and Special Services Activities.
- CETA - Title II - Vocational education set-asides.

- CETA - Title III - Part B - Research, Training, and Evaluation.
- CETA - Title IV - Administrative costs.

Defining Roles

- State vocational education agencies can provide in-service training for youth project staff.
- Training workshops can be jointly sponsored by the prime sponsor and vocational education.
- Vocational education agencies can provide assistance in the development of curriculum materials.
- CETA and vocational education counselors can collaborate in the design of counseling programs for youth which are geared to eliminate sex-role stereotyping.
- Findings of prime sponsor and vocational education evaluations can be jointly reviewed for program improvement implications.
- Information on exemplary and innovative programs may be shared through the exchange of documents or newsletters.

TECHNICAL ASSISTANCE

Legislative Authority

Federal responsibility for the provision of training and technical assistance is embodied in CETA Title III, Section 314. In addition, technical assistance supports the goals of other CETA Titles. Governors must make technical assistance available to prime sponsors to assist in the development and implementation of programs [Sec. 105 (b) (8)]. Fifteen percent of the vocational education set-asides may be used to provide technical assistance to vocational education institutions and local educational agencies to assist them in establishing cooperative arrangements with prime sponsors [Sec. 204 (c) (2) (D)].

In a reciprocal approach, the VEA provides for the establishment of cooperative arrangements between public education and employment and training agencies which are designed to correlate vocational skills training with labor market demand [Sec. 132 (a)(4)]. Cooperative arrangements under the VEA are a component of the thrust for exemplary and innovative programs. The very purpose of Part A of the VEA is to assist States to improve the planning of vocational education and manpower training.

Similarities and Differences

Technical assistance is a much-used term in CETA organizations, just as program improvement is rooted in the vocabulary of vocational education. Technical assistance is generally uttered in the same breath as training. As training is covered in the discussion on program improvement, technical assistance as used here is limited to information dissemination and management assistance. The distinction is that technical assistance is the provision of technical advice addressed to the solution of specific problem areas. Training refers to skills development generally offered in an instructor-learner role model.

Steps to Consider

1. Identify problem areas where barriers exist that inhibit coordination.
 - planning and funding cycles
 - regulations
 - operational policies and procedures
 - poor communication channels
2. Create formal and informal arrangements for sharing information pertinent to problem areas.
3. Designate staff with responsibility for providing technical assistance, both intraagency and interagency.

Combining Resources

- CETA Title II - Six percent vocational education set-asides.
- CETA Title I - Governors' coordination and special services plan.

- CETA Title III - Training and Technical Assistance through grants, contracts in other arrangements.
- VEA - Exemplary and Innovative Programs.

Defining Roles

- Vocational education and prime sponsor staff can form a task force to assess problems and make recommendations.
- Prime sponsor staff can provide technical assistance related to CETA legislation, regulations, requirements, and operational procedures.
- State or regional educational agencies can provide intraagency technical assistance related to coordination problems.
- A liaison or adaptive unit can be created within a state educational agency to provide information and assistance regarding coordination.
- A joint clearinghouse can be set up for sharing of professional publications and technical assistance materials on a regular basis between vocational education and prime sponsors.
- A service unit could be set up with YEDPA administrative funds to provide technical assistance on a statewide basis.

OUTREACH

Legislative Authority

Outreach is included in comprehensive employment and training services to increase the awareness of economically disadvantaged persons about the availability and use of services. In Title IV under YETP, outreach is permissible as a transition service to help move youth from school to work. Community-based central intake and information services for youth are also authorized under YETP. In Title III outreach is provided in demonstration projects to inform the economically disadvantaged of services available through community resource centers. The VEA makes special mention of outreach programs in Subpart 5, Consumer and Homemaking Education. Such programs give consideration to special needs populations including, but not limited to, school-age parents.

Similarities and Differences

Outreach as a form of recruitment grew out of the early days of the Manpower Development and Training Act. It involved recruitment procedures to locate disadvantaged youth in their communities. An accompanying assumption of outreach was that established agencies could not relate well to disadvantaged populations and therefore recruiters who more closely resembled the target population were used for outreach.

Outreach has continued as a familiar component of employment and training programs. It is less often associated with educational agencies who deal primarily with in-school populations.

There still remain target groups which are difficult to locate who could benefit from educational and employment and training programs. The inclusion of outreach programs for single parents in the VEA reflects a trend toward using outreach as a tool to identify special needs populations.

Steps to Consider

1. Delineate responsibilities for outreach through formal or informal agreements.
2. Develop guidelines to assist in identification of disadvantaged youth, including:
 - in-school youth
 - out-of-school youth
 - school-age parents
 - those who could benefit from employment in non-traditional occupations
3. Train staff in outreach methods

Combining Resources

- CETA Title II - Part B - Services for the Economically Disadvantaged
- CETA Title IV - YETP
- VEA - Subpart 5 - Consumer and Homemaking Education
- VEA - Basic Grants

- VEA - Section 110 - National Priority Programs
- CETA Title III - Part B

Defining Roles

- Youth centers may be established in the community with responsibility for outreach functions.
- Referral arrangements with community-based organizations can facilitate their use as outreach agents.
- Outreach can be handled jointly by prime sponsor staff and vocational education staff.
- The prime sponsor can establish youth employment centers in area high schools.
- Employment security staff can assist in performing outreach.
- Prime sponsor staff can be located in the schools to perform outreach.
- Existing decentralized intake centers operated by the prime sponsor can be used for outreach.

ASSESSMENT

Legislative Authority

Each participant served under Title II of CETA must have an employability development plan (EDP). This plan is based on an assessment of individual skills, interests, and career objectives as well as individual barriers to employment. Assessment is included as a transition service in YETP.

Similarities and Differences

Vocational education generally provides assessment on a request basis to students seeking vocational services or in special vocational programs. Assessment is a familiar process in relation to handicapped students. Individualized education plans (IEPs) are developed for handicapped youth by the special education committee of an LEA. The IEP corresponds

in concept to the EDP developed for CETA participants. However, vocational education students who are classified as handicapped cannot also be classified as economically disadvantaged. Therefore, vocational assessments for general students and the development of IEPs for special students are separate activities.

An EDP is required to be developed for youth participants in the new Consolidated Youth Employment Programs (CYEP) operating in eight test sites. This signals an emphasis on more individualized assessment techniques for youth program participants.

Steps to Consider

1. Determine assessment information to be collected
 - client background
 - interests
 - skills
 - aptitudes
 - career goals
2. Identify techniques to be used in performing assessments
 - Objective
 - tests
 - Subjective
 - decisions of committee comprised of counselors, teachers, and others with intimate knowledge of youth and stake in providing services
3. Use assessment data as basis of EDP and rationale for referral of youth to appropriate education, employment, and supportive services.

Combining Resources

- CETA Title II - Section 205 - Participant assessment.
- CETA Title IV - YETP

- VEA - Section 134 - Vocational Guidance and Counseling.

Defining Roles

- Vocational education can locate staff at the prime sponsor's office to perform assessment of CETA clients.
- The prime sponsor or vocational education can make computerized assessment services available on a fee-for-service basis.
- Employment security can participate in test administration and interpretation.
- The prime sponsor can locate representatives in local schools to perform assessments.
- Area vocational school assessment centers can be utilized.
- Regular secondary school personnel including guidance counselors can assist in assessment activities.
- A Vocational Rehabilitation sheltered workshop can be utilized for assessment of severely handicapped students.
- The special education committee of an LEA can provide IEPs for handicapped youth with youth program staff providing similar plans for non-handicapped youth.
- Assessment can be the responsibility of a centralized intake center.
- A mobile resource team may utilize a van to make assessment services more widely available to youth.

COUNSELING

Legislative Authority

Counseling is a component of job search assistance for the economically disadvantaged in CETA Title II. Expanded guidance and counseling services are the goal of demonstration

projects under Title III. These services are to be offered through vocational resource centers established under the VEA. YETP programs under Title IV provide counseling, including occupational information and career counseling, as a transition service. Occupational and career counseling must be provided in youth entitlement programs under Title IV. The Governor's statewide youth services plan under YETP may provide for the establishment of cooperative ventures between State and local institutions for such purposes as career guidance and counseling for in-school and out-of-school youth. Secretary's discretionary projects under YEDPA may include cooperative arrangements with educational agencies to provide counseling and guidance to youth enrolled in secondary schools, postsecondary institutions, and technical and trade schools.

Vocational guidance and counseling efforts are to account for at least twenty percent of funds available to States under the VEA, Program Improvement and Supportive Services. Counseling is especially targeted for youth, for women as a means of overcoming occupational sex-stereotyping, and for youth offenders. Vocational resource centers can be established to meet the needs of out-of-school populations.

Similarities and Differences

The counselor's job in both education and employment and training is one which is subject to criticism. Education counselors have been charged with devoting most of their energy to college-bound populations and with spending more time on completing course schedules than counseling. Employment and training counselors may be accused of being attendance monitors and spending more time on handling payroll cards than counseling. Skills center counselors under MDTA found themselves in the role of disciplinarians.

Steps to Consider

1. Determine goals of counseling
 - personal problem assistance
 - determination of need for supportive services
 - provision of vocational information
 - improvement of employability skills
 - provision of educational information
 - clarification of values

- resolution of worksite problems
- improvement of job performance
- 2. Identify strategies for providing counseling
 - one-to-one basis
 - group basis
 - mentor basis - continuing one-to-one interaction over extended period of time
 - peer counseling
- 3. Consider counseling staff qualifications
 - experience with disadvantaged populations
 - relevant occupational experience
- 4. Identify or adapt guidance and counseling materials to serve the needs of disadvantaged youth

Combining Resources

- CETA Title II - Services for the Economically Disadvantaged
- CETA Title III - Part B - Research, Training and Evaluation
- CETA Title IV - YEDPA
- VEA - Section 134 - Vocational Guidance and Counseling

Defining Roles

- Counseling can be a joint responsibility of prime sponsor and vocational education counselors.
- Prime sponsor representatives can be located in local schools to provide expanded counseling services for disadvantaged youth.
- Regular school guidance counselors may participate in counseling for youth program participants.

- Guidance and counseling may be provided through mobile resource teams which reach students at their worksites.
- Counseling can be provided as a centralized service of youth employment centers.

SUPPORTIVE SERVICES

Legislative Authority

Supportive services for the economically disadvantaged under CETA Title II may include health care, child care, residential support, assistance in securing bonds, and transportation. It is stipulated that supportive services provided be necessary in order for an individual to participate in employment and training. Child care and other necessary supportive services are also available for youth under YETP.

In a like manner, the VEA authorizes day care services for children of students in secondary and postsecondary vocational education programs and the travel of students in cooperative vocational education programs.

Similarities and Differences

The VEA additionally makes mention of support services for women in vocational training programs traditionally limited to men. These support services are defined to include counseling, job development, and job follow-up. These activities are included as transitional services for youth under YETP. However, supportive services as used here has the same meaning as it did under MDTA; namely, medical aid, dental aid, legal aid, child care, transportation, and related services.

Steps to Consider

1. Include needed supportive services in EDP
2. Assign responsibility for provision of supportive services to appropriate staff
3. Establish referral linkages with other community and public agencies to insure that a full range of supportive services is available
4. Inform youth upon program entry of types of supportive services available

Combining Resources

- CETA Title II - Services for the Economically Disadvantaged
- CETA Title IV - YETP
- VEA - Basic Grants
- VEA - Section 122 - Cooperative Vocational Education Programs

Defining Roles

- Referrals to Social Services can be utilized to provide special supportive services.
- A parent-infant center can be established in an alternative school.
- The provision of supportive services can be the responsibility of youth advocates or mentors.
- Referral arrangements can be set up with community agencies and institutions including hospitals.

REMEDIAL AND BASIC EDUCATION

Legislative Authority

The Youth Employment and Training Program lists literacy training and attainment of certificates of high school equivalency as transitional services which may be provided to youth participants. CETA Title I stipulated that the Secretary of Labor consult with the Secretary of Health, Education and Welfare with respect to arrangements on basic and general education services. Basic education is a service that may be provided to youth under Title II and in Summer Youth Employment Programs.

Vocational education funds may be used to assist individuals who have left high school, who have limited English-speaking ability, or who are disadvantaged, to participate in regular vocational education programs. If basic or remedial education needs prevented such individuals from participating, then funds could be allocated for basic and remedial education purposes.

Similarities and Differences

Both vocational education and CETA are concerned with providing necessary education to disadvantaged youth. Overall objectives of the two programs, however, point up a basic difference. Vocational education provides special services to increase participation in vocational training programs. CETA assistance programs always have as a basic purpose increasing the ability of the individual to obtain and retain employment.

Steps to Consider

1. Include remedial and basic education needs in the EDP
2. Integrate remedial courses with other training and work experience
3. Review instructional resource considerations of special needs populations
 - reading level
 - attention span
 - need for feedback and reinforcement

Combining Resources

- CETA Title II - Part B - Services for the Economically Disadvantaged
- CETA Title IV - YETP
- VEA - Section 110 - National Priority Programs
- VEA - Section 140 - Special programs for the Disadvantaged

Defining Roles

- Vocational education staff can assist in the development of curriculum modules which cover technical content areas but which are also designed to impart basic skills
- Vocational education or prime sponsor staff can arrange for the use of computer-based learning programs on a fee-for-service basis.

- Skills centers can provide basic skills training and GED preparation to dropouts.
- Area vocational centers can offer remedial courses as a component of YEDPA classroom training.

INSTITUTIONAL OCCUPATIONAL SKILLS TRAINING

Legislative Authority

Vocational skills may be provided as services to youth under CETA Title II. Institutional skills training is included as a transitional service under YETP. In addition, institutional skills training may be provided to youth in Summer Youth Employment Programs. Experimental and demonstration programs for target groups such as juvenile delinquents must provide skills training as required to effect the transition to permanent employment.

Vocational skills training is, of course, a major purpose of grants to States under the VEA. Vocational education instruction relates to the occupation(s) for which students are in training or instruction that is necessary to enable students to benefit from the training. Vocational education instructional programs "are directly related to the preparation of individuals for paid or unpaid unemployment...." [Sec. 195]

Similarities and Differences

YETP relegates institutional occupational skills training to the status of an ancillary service which supports the primary goal of providing work experience. Work experience is used to develop employability skills. Vocational education also develops employability skills, but places greater emphasis on the development of entry-level job skills through classroom training.

Steps to Consider

1. Identify strategies for making skills training more accessible to disadvantaged youth.
 - extended day programs
 - alternative settings
 - open-entry/open-exit

2. Identify alternative teaching strategies for adapting skills training to the needs of disadvantaged youth.
 - cluster training
 - modularized instruction
 - basic education linked to skills training
 - competency-based instruction

Combining Resources

- CETA Title II - Services for the Economically Disadvantaged
- CETA Title III - Part B - Research, Training and Evaluation
- CETA Title IV - YETP, SYEP
- VEA - Basic Grant
- VEA - Section 140 - Special Programs for the Disadvantaged

Defining Roles

- Vocational skills training for CETA youth can be provided through the purchases of slots in regular vocational classes.
- Postsecondary institutions can provide skills training for in-school and out-of-school secondary school-age CETA youth.
- Vocational skills training can be provided through vocational centers established in community facilities such as hospitals or insurance companies.

WORK EXPERIENCE

Legislative Authority

Work experience opportunities are the major objective of Youth Employment and Training Programs. Work experience under Title II is used to provide employment opportunities

for individuals who cannot obtain employment in the public or private sector, or to afford temporary employment for individuals until placement in more suitable employment and training services can be provided. In addition, work experience can be provided to youth in Summer Youth Employment Programs.

The VEA provides work experience under the rubric of work study. Work study is used primarily to provide employment for full-time vocational education students who are in need of earnings to commence or continue the vocational program.

Similarities and Differences

Work study, like work experience under YETP, provides employment in public or nonprofit private agencies or institutions including the local educational agency. YETP work experience is for youth 16-21 years old, and in special cases 14-15 years old. Work study is for youth at least fifteen but less than twenty-one. YIEPP guarantees part-time employment for youth aged 16-19 during the school year. YIEPP employment is limited to an average of 20 hours per week. Work study cautions only that the work not be for more than a reasonable number of hours in any week. YIEPP participants must resume or maintain attendance in secondary school. Work study youth must maintain good standing in their vocational education programs.

A major component of work experience programs under YEDPA is the granting of academic credit to participants for competencies derived from work experience. In work study programs, on the other hand, the work bears no relation to the participant's training. Work study simply provides financial support. Awarding credit for CETA work experience while providing income through an education work study program is a reversal of the usual education-CETA relationships.

Steps to Consider

1. Assess needs of youth participants
2. Identify employers willing to hire and supervise youth participants
 - liaison with Chamber of Commerce
 - project advisory committee
 - phone contacts
 - door-to-door contacts

3. Match work experience to needs of participants
 - educational goals
 - career goals
 - need for academic credit
 - relation of worksite to training

Combining Resources

- CETA Title II - Services for the Economically Disadvantaged
- CETA Title IV - YEDPA
- VEA - Section 121 - Work Study Programs

Defining Roles

- A task force composed of vocational education and prime sponsor staff can be established to recommend guidelines for awarding academic credit.
- Employment Security Commission can assist in drawing up work-site agreements with employers.
- YEDPA work experience programs can function as pre-apprenticeships.

ON-THE-JOB TRAINING

Legislative Authority

On-the-job training is a service that may be provided to the economically disadvantaged under CETA Title II. On-the-job training is also a component of entitlement programs, YETP programs, and Summer Youth Employment Programs. Entitlement programs may also include arrangements with unions to provide apprenticeship training to YIEPP youth.

The VEA authorizes cooperative vocational education programs which provide on-the-job training to youth enrolled in vocational cooperative programs. Cooperative vocational education provides employment related to vocational instruction, arranged through written cooperative agreements between the school and employers.

Similarities and Differences

The added costs associated with providing CETA participants with on-the-job training has been set by DOL as a fixed unit cost of fifty percent of the participant's wages although lower reimbursement levels may be negotiated with employers. The VEA makes provision for added costs to employers for on-the-job training provided to cooperative vocational education students.

Priority for funding of cooperative vocational education programs is given to areas with high rates of school dropouts and youth unemployment. Dealing with the structural unemployment problems of youth is a basic purpose of YEDPA. CETA on-the-job training, also like cooperative vocational education, is arranged through a training agreement with employers.

Steps to Consider

1. Assess available OJT slots
 - employment is one area of demonstrated demand
 - supervisors have relevant training in the occupational area
 - training is oriented to job skills required for entry-level employment
2. Develop OJT agreements
 - include assurances that training experiences are related to the career goals of youth
 - provide well-articulated descriptions of the roles of each party
3. Prepare employers and participants with regard to expectation of behavior

Combining Resources

- CETA Title II - Services for the Economically Disadvantaged
- CETA Title IV - YIEPP, YETP, SYEP
- VEA - Section 122 - Cooperative Vocational Education Programs

Defining Roles

- Vocational school cooperative programs can use subsidized training in the public sector for students funded through YETP.
- Enrollment in YETP programs can fulfill the related instruction requirement of cooperative vocational education.
- Cooperative vocational education training plans can be utilized for participants of YEDPA programs.

PLACEMENT

Legislative Authority

Placement is an authorized program activity under YETP. It is defined as the process of securing unsubsidized employment. Placement services under YEDPA are designed to fulfill two purposes: to facilitate transition to permanent jobs or to education and training programs. The Governor's statewide youth services plans can encourage the establishment of cooperative efforts between State and local agencies, including placement services for both in-school and out-of-school youth. Partnership with employment security agencies to provide comprehensive placement services is encouraged in Title III. Placement services are provided under one VEA for students who have successfully completed vocational education programs when it is necessary due to inadequate funding in other programs providing similar activities. Job placement services are also authorized as a component of vocational guidance and counseling services.

Similarities and Differences

The goals of placement vary for vocational education and prime sponsors. The emphasis in vocational education is to achieve placements which are related to a participant's training. The goal of CETA is to attain unsubsidized employment for disadvantaged participants.

Steps to Consider

1. Review available labor market information from multiple sources
 - Employment Security

- Occupational information systems - NOICC, SOICC
 - Job Bank
 - Specialized surveys prepared by prime sponsor, vocational education, or other community organizations
2. Develop an integrated package of placement services
- orientation to placement services
 - pre-interview counseling
 - follow-up

Combining Resources

- CETA Title III - Section 307 - Partnership programs.
- CETA Title IV - YEDPA
- VEA - Basic Grant
- VEA - Vocational Guidance and Counseling

Defining Roles

- Vocational education teacher-coordinators can provide placement services.
- CETA youth employment service centers can be used for placement.
- Employment Security can assist in placement functions.
- A youth placement specialist funded through CETA can provide placement services.
- Community-based organizations can be utilized to provide placement.
- Computerized placement systems can be used to match students and jobs.
- Placement can be a joint responsibility of a prime sponsor representative and a teacher-coordinator or of a community-based organization and the school.

JOB DEVELOPMENT

Legislative Authority

The Youth Employment and Training Programs make several references to job development activities which may be offered as transitional services. Job development assistance is offered to help youth secure unsubsidized employment. Job restructuring may be provided in order to develop job ladders or new opportunities for youth. Job development programs which are designed to overcome sex-stereotyping are also authorized.

The VEA provides job development for women entering programs to prepare them for jobs traditionally held by men. Cooperative vocational education programs must include procedures for establishing cooperative relationships with employment agencies, labor groups, employers, and other community agencies in identifying jobs for students.

Similarities and Differences

While vocational education utilizes employment of completers and leavers as a measure of effectiveness, the greater emphasis is on providing training, not locating employment. CETA, on the other hand, is more directly concerned with the transition to employment. With respect to youth, the CETA emphasis shifts slightly to "future employability," but does not preclude attempts to provide assistance to youth with immediate difficulties in locating jobs.

Steps to Consider

- I. Develop job development goals which include a broad range of employment possibilities
 - private sector employment
 - non-traditional employment which overcomes sex-stereotyping
 - youth-operated business which encourages the development of entrepreneurial skills
 - restructured jobs
 - job creation through an assessment of community needs

2. Coordinate job development activities with industrial recruitment and community economic development activities
3. Maintain contact with other agencies having job development duties
 - Vocational Rehabilitation
 - Employment Security
4. Integrate in-program and post-program job development activities

Combining Resources

- CETA Title IV - YETP
- VEA - Basic Grant
- VEA - Cooperative Vocational Education Programs

Defining Roles

- Job development can be one responsibility of a full-time job developer hired with YETP funds.
- Job development can be the joint responsibility of prime sponsor and vocational education staff.
- The Chamber of Commerce or National Alliance of Businessmen can assist in locating private sector jobs.
- Project advisory committees comprised of representatives from business and industry, prime sponsor staff, parents, community-based organizations, local unions, and city government can help to identify worksites in the community.

CHAPTER FOUR: WHAT'S AHEAD

CONTINUED COORDINATION

In the two years since the passage of YEDPA there has been a flurry of activity at the Federal level to develop interagency linkages that maximize CETA and other agency resources in support of national goals to reduce unemployment. YEDPA legislation mandates formal agreements creating a linkage between CETA and local educational agencies. However, the developments holding the greatest prospects for fulfillment of intended national objectives reside at the State and local levels in one emergent, informal, and sometimes tenuous endeavor to work together in serving disadvantaged and unemployed youth.

Cooperative agreements at the State and local level grow out of a mutual need for resources to provide the range of services needed by disadvantaged youth. The saying that "necessity is the mother of invention" holds true in the development of interagency linkages. Some of the most innovative approaches are wrought in the face of dwindling resources and limited staff.

Given the continued press from the Federal level for comprehensive youth strategies, the decade of the 1980's will make increasing demands on American resourcefulness. A broadened base of involvement among all institutions is envisioned by the originators of the 1980 youth agenda for the Office of Youth Programs.

CHANGING GOALS

The direction of future cooperative enterprises, however, may not be solely toward alleviating the problems of youth. Trends in the national economy, changing population characteristics, changing Federal-State relationships, and new and proposed legislation will impact on the nature and purpose of interagency linkages. Local agencies must chart a course through social, economic, and political forces toward distant goals that may change along the journey.

MAJOR TRENDS AFFECTING HUMAN RESOURCE DEVELOPMENT

Throughout the history of the United States, legislation has been heavily influenced by major contemporary issues. In a recent article in Voc Ed, John F. Jennings, counsel and staff director for the House Sub-Committee on Elementary, Secondary and Vocational Education, cites several broad trends which suggest areas of National concern in the emerging decade. These trends involve the National economy, shifts in the structure of the American population and changes in the Federal-State relationship. While the focus of the Jennings article is primarily on vocational education, the trends he cites potentially affect all pending legislation relating to human resource development (HRD) programs. (Voc Ed, October, 1979).

The National Economy

Three prevailing economic trends currently affect the consideration of vocational education and other pending legislation: (1) our growing dependence on expensive foreign oil; (2) our declining competitiveness in the world markets; and (3) our declining technological supremacy in the world. In view of these alarming economic trends, all Federally-funded programs will increasingly be judged on the bases of their contributions to stimulating the economy and encouraging greater productivity.

As Jennings has noted, the traditional mission of vocational education--to equip students with excellent job skills and proper attitudes toward work--would seem to fit in perfectly with growing economic concerns. Likewise, CETA and other National programs offering employment and training opportunities to under-utilized/disadvantaged members of society potentially serve to stimulate economic growth and fiscal recovery by enabling untapped resources to function productively in society. However, another trend resulting from the state of the economy is the growing mood of fiscal austerity present at all levels of government, but particularly at the Federal level. Given this mood, all Federal programs will increasingly undergo strict scrutiny.

Changing Demographics

Due to a long-term decline in the fertility rate and substantial increases in life expectancy, the age structure of the U. S. population is shifting more rapidly than was anticipated even a few years ago. Whereas in 1960, children and teenagers were the largest age groups, by 1990 the older groups will form a much larger segment of the U. S. population (U. S. Department of Labor and U. S. Department of Health, Education and Welfare, 1978).

Based on the shrinking numbers of students who are now progressing through elementary school, it is estimated that by 1985 there will be a 25 percent decline nationally in high school enrollments. During this same time period, there will be a great growth in the number of older adults. These population shifts suggest a lessening of demand for high school courses and increasing interest in retraining courses for middle-aged and older workers. It will be increasingly necessary for vocational school and high schools as well as colleges and universities to modify their courses and programs to meet the needs of an older clientele. Otherwise, they may face declining public support, as currently only 28 percent of U. S. citizens have school-aged children (Jennings, 1979).

Three groups of people promise to require special educational and employment assistance over the next decades: (1) senior adults, (2) adult women and (3) minority youths. The problems and needs of these groups are discussed briefly below.

Senior Adults: Tomorrow's Challenge

Older persons--those persons aged 65 and older--comprise America's fastest growing minority group. In 1900, this group accounted for about four percent of the population compared with 11 percent in 1978. Recent census projections indicate that there will be close to 32 million older persons in the United States in the year 2000 and that at least 8.1 million of these individuals will be 80 years of age or older (U. S. Department of Labor and U. S. Department of Health, Education and Welfare, 1978).

Labor force participation of older men has been declining at a fairly rapid rate for several decades. Representation of older women in the work force increased until about 1970, and then declined. Middle-aged and older workers have experienced a lower unemployment rate than have youthful workers, but the duration of their unemployment has been twice that of workers between the ages of 25 and 45. Moreover, once unemployed, older workers have tended to remain outside the labor force, even in periods of economic recovery.

A wide range of factors have been identified which are believed to have contributed to this trend. Among these are lower educational attainment, competition with younger employees, age discrimination, mergers or plant closings, occupational obsolescence, illness and the growing availability of public and private pension and disability benefit plans (U. S. Department of Labor and U. S. Department of Health, Education and Welfare, 1978).

Most Americans today are retiring at or before age 65 (National Committee on Careers for Older Americans, 1979). A large number of these retirees, many of whom live on a fixed income, experience not only poverty but also reduced purchasing power due to inflation. It has been estimated that 61 percent of all male retirees and 80 percent of female retirees receive no private pension payments after they quit work. Social security provides some relief, but approximately 3.3 million older adults still live in poverty (Greene, 1978).

Due to increasing economic stress, many retired persons have recently begun to indicate that they would like to re-enter the labor force. In addition, an increasing number of adults of all ages have expressed a desire to continue working in some capacity past age 65 (Harris and Associates, 1979). If the current period of high inflation persists (and expectations are that it will), an unprecedented number of older adults may seek to remain in or re-enter the work force. Furthermore, those who fail may be forced to turn to the Federal Government for support.

Fears persist that the Nation's economy may be hard pressed to support the growing numbers of persons reaching retirement age. A number of Government officials have expressed concern over the rising cost to the Nation of supporting health, income and other social service delivery systems that benefit the aged. In 1978, \$112 billion in benefits went to the aged. (This represented five percent of the Gross National Product [GNP] and 24 percent of the Federal budget for fiscal 1978.) Furthermore, it has been projected that between 2010 and 2025, benefits to the aged will represent 10 percent of the GNP and over 40 percent of Federal outlays ("Califano Proposes Progressive Policies for Nation's Elderly," 1978).

In reaction to the alarming statistics outlined above, the Federal Government has very recently begun to direct a good deal of energy and funds toward increasing employment and training opportunities for older adults. Over the next few years, vocational education, as well as employment and training programs, promise to play an important role not only in helping the Nation cope with the problems associated with the "greying of America" but also in helping the Nation tap a valuable resource.

Special Needs of Adult Women

Women constitute a major segment of the adult population which promises to require special vocational assistance in the years ahead. According to the most recent Employment and Training Report of the President prepared by the U. S. Department of Labor and U. S. Department of Health, Education and Welfare (1979), both the number and the proportion of families headed by women have increased dramatically over the past few years. In 1978, about 40 percent of black families, 20 percent of Hispanic families and 11 percent of white families were headed by women. Most of these women were either separated, divorced or widowed. Furthermore, in 1978, one out of every six children under age 18 in the United States was living in a family with no father present. Yet in the same year, only 59 percent (approximately 4.9 million) of the women who headed families were in the labor force.

Various reasons have been advanced to explain the relatively low labor force participation rates of women family heads with young children. Among these are their age, lack of education and work experience and lack of viable child care options. A 10-year Federally financed study released in 1978 found a somewhat different explanation. That study, which is reported by Klausner (1978), found that many of the mothers who chose not to work did so because they felt that, in spite of risking a lower standard of living, their proper place was at home with their children.

The preference of these women for staying at home with their children rather than seeking work is somewhat understandable in that for most working parents in the United States child care is informal, unavailable or prohibitively expensive. Currently the United States is one of the few developed countries with no national child care policies.

Lack of education is another important barrier to employment of women family heads. Even many low-skill, low paying jobs require a high school education and most professional and technical jobs require specialized training. Relatively few women family heads have much formal education. The lower educational attainment of these women reflects the statistic that Black and Hispanic women comprise one-third of women family heads. Half of the Hispanic family heads and two-fifths of the Blacks in the labor force in 1978 had not completed high school (U. S. Department of Labor and U. S. Department of Health, Education and Welfare, 1979). Realistically, women family heads need not only vocational education and training opportunities but a number of support services and provisions. These include child care services, flexible working hours, career counseling, subsidized employ-

ment, placement services, advocacy and on-the-job training.

Continuing Needs of Minority Youths

The number of youths aged 14 to 24 is expected to decline over the next decade, and the composition of the remaining youth population is expected to change substantially. By 1990, non-white youngsters will comprise 18.5 percent of that age group, compared to 135 percent in 1970 (Jennings, 1979).

Currently, minority youths have the highest unemployment rate of the entire population. Two major factors affecting the labor force participation rates of nonwhites are educational attainment and discrimination (see Vice President's Task Force on Youth Employment, 1979). A tremendous opportunity exists for vocational educators, employers and employment and training personnel to join forces to meet the vocational education and training needs of minority youths in the coming decade.

The Federal-State Relationship

Over the past two years, the level of Federal aid to states and localities has begun to decline, and, given current and projected economic forecasts, that decline can be expected to continue. Federal deficit-spending and its effects on inflation are major factors contributing to this trend. Nonetheless, in 1979 vocational education received a healthy 15 percent increase in Federal appropriations, while most other education programs were held constant or cut back (Jennings, 1979). This increase was due, in part, to Federal recognition of the contributions vocational education can make in helping to solve current economic problems.

In the emerging decade of fiscal austerity, all programs rendering HRD services will increasingly be judged in terms of their contributions to solving prevailing economic problems. Programs which contribute more to the Federal deficit than to economic recovery will fall by the wayside. Not only for programs to be optimally effective but in order for them to survive, extensive coordination must be achieved among sponsoring agencies in both the public and private sectors. Not only can such coordination eliminate duplication of effort, but it can facilitate effective comprehensive service delivery as well.

LEGISLATIVE TRENDS AFFECTING COORDINATION

Youth Legislation

The Carter Administration has proposed a new youth employment program with funding for education and job training programs. Two subcommittees of the House Education and Labor Committee, the Employment Opportunities Subcommittee and the Elementary, Secondary and Vocational Education Subcommittee will hold hearings on the President's proposal. The results could shift the emphasis in services provided to youth.

The Administration's new youth bill emphasizes basic skills for high school students. However, a recent report from the Carnegie Council on Policy Studies in Higher Education has recommended increased on-the-job vocational training and less time for basic academic study (MVEW, January 24, 1980).

If a new youth bill is not passed in 1980, the Vocational Education Act and YEDPA may be rewritten at the same time, allowing ample opportunity for including parallel coordination mechanisms in both pieces of legislation.

Education-Labor Partnerships

As the new Education Department gets underway, there is the prospect of a new interagency agreement between the Departments of Labor and Education focusing on education-CETA cooperative ventures. A new agreement could continue the alliance of labor and education--now equal partners in work-education programs.

Private Sector-The Third Partner

A third partner in education and work issues is the private sector. The CETA reauthorization provided for two mechanisms for increasing the involvement of the private sector in training and job creation. The Private Sector Initiative Program creates Private Industry Councils (PICs) comprised of large and small business representatives, labor, education, and other community groups. These councils are to develop private sector placement and training for CETA enrollees and to conduct cooperative education programs for in-school youth that will help to coordinate education programs with work in the private sector.

In addition, the Targeted Jobs Tax Credit provides tax credits to businesses for hiring persons who are members of targeted groups, including economically disadvantaged youth

ages eighteen to twenty-four. The results are not yet in on these new programs, but they are indicative of a trend toward shifting responsibility to the business community for dealing with structural unemployment problems.

IMPLICATIONS FOR THE FUTURE

In response to major national trends and changing legislation, the agencies involved in human resource development efforts will need to alter patterns of operation and open additional channels for coordination. Education, employment and training, and economic development agencies will need to interface as they meet the coming challenges.

At least three specific outcomes may be predicted for vocational education and CETA:

- Increased services to adults in need of training, upgrading or retraining
- Increased involvement of the private sector in program development
- Increased coordination in the delivery of services to groups targeted in the VEA and CETA

As the two agencies communicate and explore their common boundaries, they will increase knowledge about what types of interagency linkages are possible and how they might work. The opportunity for collaboration is constrained only by the limits of imagination. The path to the future is a journey to be shared.

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